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apartment trends

IN THE NEW YORK CITY SUBURBS 1960 — 1971



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INTRODUCTION

This study is focused on apartment construction trends in the suburban counties of the New York metropolitan region and includes the counties outside New York City. In the Mid-Hudson region, this includes Dutchess, Orange, Putnam, Rockland, Sullivan, Ulster and Westchester counties. The Long Island region consists of Nassau and Suffolk counties.

The raw data for this analysis was derived from the New York State Division of Housing and Community Renewal's "Permits Issued Series" for the years 1960-1971. Data for cities, towns and villages are available for all the counties except Dutchess, Sullivan and Ulster. For these, only data for the more urbanized municipalities are available.

For the purposes of this analysis, a housing unit with three or more dwelling units to the building is considered an apartment house. However, the vast majority of buildings classified as apartments contain at least five dwelling units per building.

Unless otherwise specified, figures for subsidized housing are included in the apartment category and in the totals. Subsidized housing includes public housing, Mitchell-Lama, HUD 236 and 221(d) (3) construction, including UDC activities.*

All figures represent yearly building permits issued, not necessarily actual construction.

This report was originally prepared for a seminar by Carol Sondheimer, senior planner, under the supervision of Howard S. Quinn, Metropolitan New York district office director, State Office of Planning Services. The staff of the State Division of Housing and Community Renewal aided in the compilation of the data.

*Mitchell-Lama is a state-assisted middle income housing program. HUD 236 and 221 (d) (3) are low income rental subsidies provided under the National Housing Act and administered by the U. S. Department of Housing and Urban Development. UDC refers to the New York State Urban Development Corporation.

SUMMARY OF APARTMENT TRENDS

- * Apartment construction reached an 11-year high in the New York suburbs in 1971, with 14,729 building permits* issued. This surpassed the second ranking year, 1965, by more than 3,250 units. Preliminary building data for 1972 suggests that apartment construction remains strong.
 - * Apartment construction, relative to one-family housing, has become increasingly prevalent in the suburbs. Over the 12-year study period, 30% of new residential building was in apartment units. During 1969-1971, the proportion of apartments to total new housing was twice the 1960-1962 rate.
 - * Regional suburban trends in apartment growth parallel a national upsurge in apartment growth. At present, 42% of national residential construction represents apartments.
 - * The suburban increase in new apartment growth has not been limited to the counties immediately adjoining New York City, although Rockland, Westchester and Nassau Counties have accounted for the bulk of the suburb's new multi-family housing over the 12-year span. In 1971, the six counties comprising the outer reaches of suburbia accounted for almost one-half of suburbia's new apartment units.
 - * One of the significant factors generating the increase in apartments has been the rise in subsidized housing. Prior to 1967, less than 10% of all apartments were subsidized. In 1968 and 1969, about 12% of all multi-family units carried subsidies. In 1970 and 1971, 36% of new suburban apartments had some form of subsidy.
 - * UDC programs and the availability of Federal 236 funding and State Mitchell-Lama financing supported this significant increase in moderate-income housing in the suburban areas.
 - * Despite the rise in apartment construction in the suburbs, suburban housing starts, except for 1971, generally have not been upward. The suburban region produced about 20,000 more units in the first half of the study period, than in the second half.
-
- * In conformity with general usage, a permit represents one housing unit. Thus, one apartment structure with 50 units would be recorded as 50 building permits.

TRENDS 1960-1971

Three trends in multi-family construction in the suburbs over the study period are evident: 1) In absolute terms, apartment construction has gradually, though not continuously, grown since 1960; 2) Relatively, the ratio of apartment units to total housing permits has increased substantially; 3) Subsidized housing has captured an increasingly larger share of all new multi-family units.

Absolute Trends

Figure 1 charts the growth of apartments in the New York City suburbs. In 1960, less than 4,700 apartment permits were issued, and the average for the first three years of the decade was 5,700 units a year. Over the past three years this average has jumped to 10,500 annually, with nearly 15,000 permits issued for apartments in 1971.

Preliminary data for the first six months of 1972 indicates rates of construction about the same as the first half of 1971, with shifting shares among the counties. Orange County's 1972 apartment construction will more than triple its 1971 total, whereas in Dutchess County, perhaps due to a temporary overbuilding, apartment permit issuance is down markedly from 1971 totals.

All of the suburban counties have evidenced an absolute increase in the number of multi-family permits issued in the last three years of the study period, as compared to the first three years. But as Table 1 shows, each county exhibits considerable variation from year to year. Suffolk County had more building permits issued for apartment construction in 1971 than in the combined five years of 1960, 1961, 1963, 1964 and 1965; Nassau County, on the other hand, had more apartments built in those five years than in the last five years.

Relative Trends

Over the twelve-year period under review, slightly more than 100,000 multi-family construction permits were issued in the study area. This represented about 30% of all housing permits issued. However, as Figure 2 indicates, in recent years the suburbs have been gaining relatively more apartments than new one-family housing. This upward trend in the relative share of apartment construction reached 45% in 1971.

FIGURE 1

APARTMENT PERMITS ISSUED IN THE NEW YORK CITY SUBURBS, 1960 - 1971

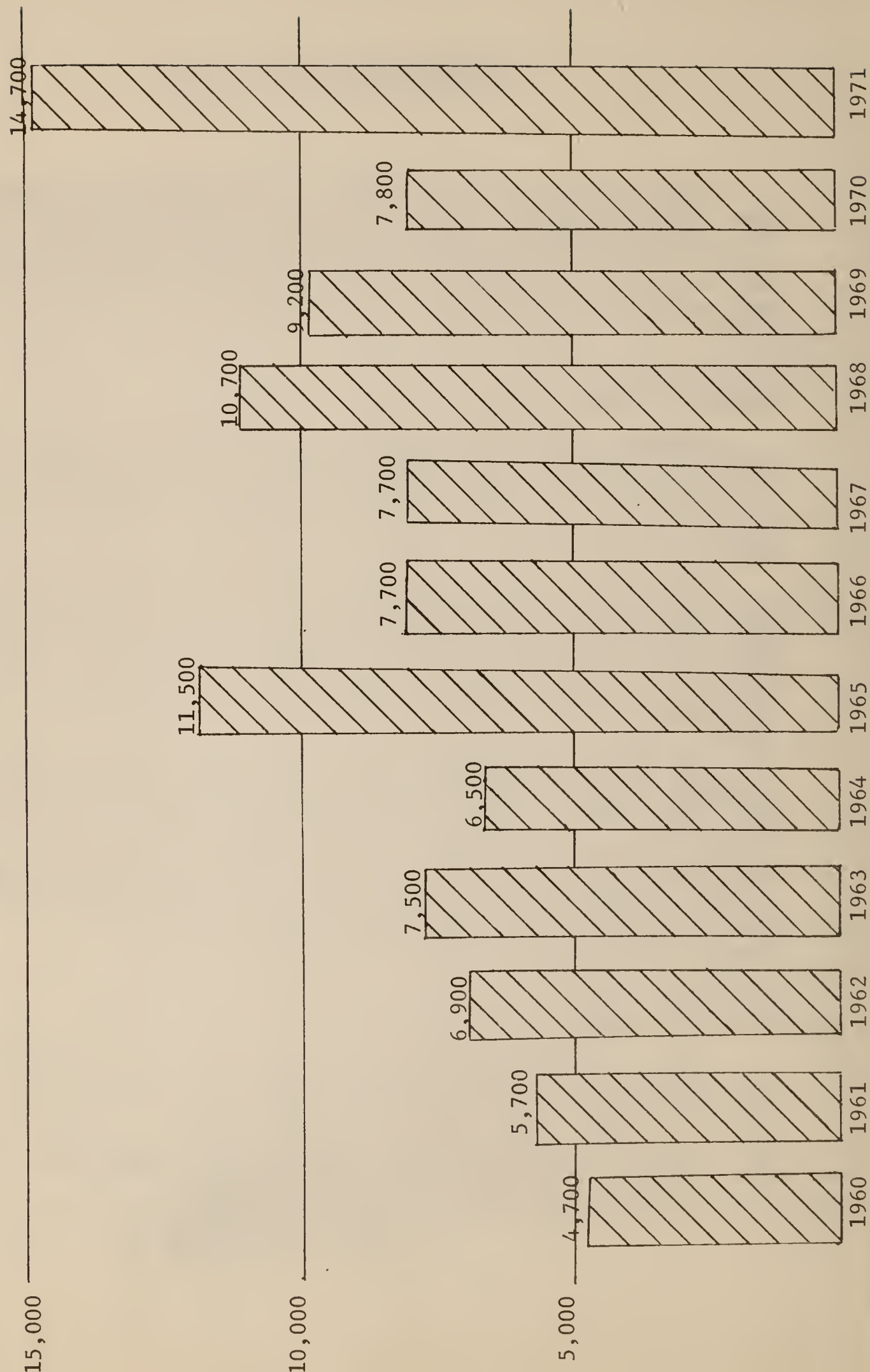
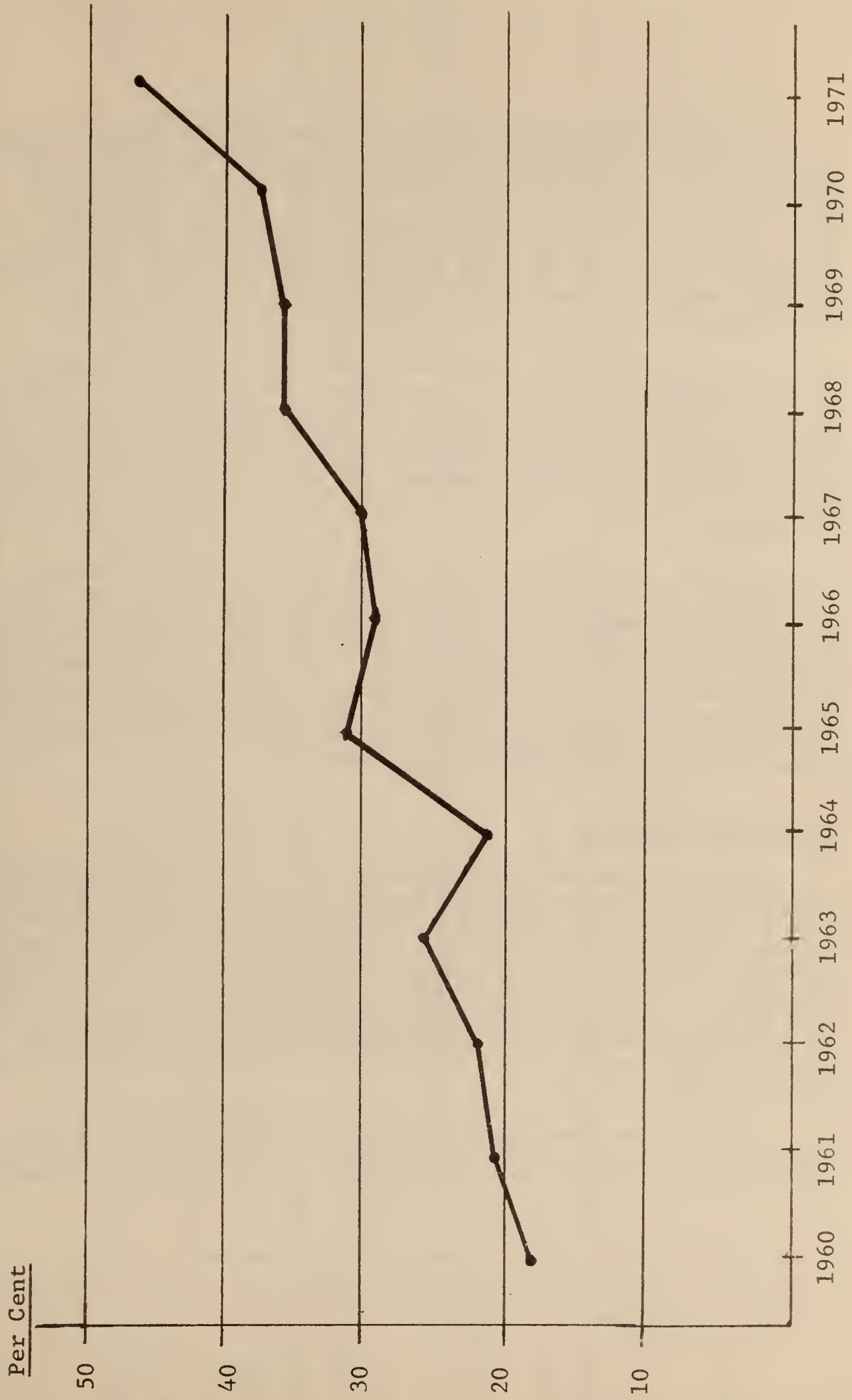


FIGURE 2

APARTMENT PERMITS AS A PERCENTAGE OF TOTAL RESIDENTIAL PERMITS ISSUED IN THE
NEW YORK CITY SUBURBS, 1960 - 1971



The Mid-Hudson's proportion of new units in multi-family structures is even more pronounced. Apartments constituted 25% of all permits issued for residential construction in 1960, a figure that rose to 60% in 1971. Since 1968, approximately half of all building permits have been for apartment dwellings. The ratio of apartments to single-family units in Long Island's housing has been lower than the Mid-Hudson's, but the combined housing output of Nassau and Suffolk in recent years has been increasingly oriented towards multi-family construction.

Not surprisingly, those counties contiguous to New York City--Westchester, Rockland and Nassau Counties--have shown an increasingly large relative gain in apartments. The upward trend in the proportion of apartments to total housing has been relatively smooth in Westchester and Nassau Counties, and somewhat more erratic in Rockland County, but all three counties have had more apartments than one-family homes built for the past two years.

What is surprising, however, is that the six counties comprising the outer reaches of suburbia accounted for about one-half the region's new apartments in 1971. Moreover, three of these six counties also had more than half of their housing permits issued for apartment units. Building permit data for some of the outlying municipalities is not as complete as for the more urban areas, and in part this may somewhat distort the significance of apartment growth. Still, the significance of these general trends should be recognized.

Subsidized Housing

Subsidized housing represented 15% of the approximately 100,400 multi-family permits issued during the years 1960-1971; and about 4% of all housing permits issued for those years. Almost 3 out of every 4 of the almost 15,000 subsidized permits issued regionwide over the past 12 years has been in the Mid-Hudson area. As seen in Figure 3, Westchester County accounted for almost three-quarters of the Mid-Hudson's total. The bulk of subsidized units have been built in the older suburban centers, with very little activity in the more recently urbanizing towns.

In the past few years subsidized housing has come to represent a larger share of apartment permits issued annually. Prior to 1967 (with one exception*), subsidized housing never

* In 1963, 11% of all multi-family units in the suburban region were subsidized.

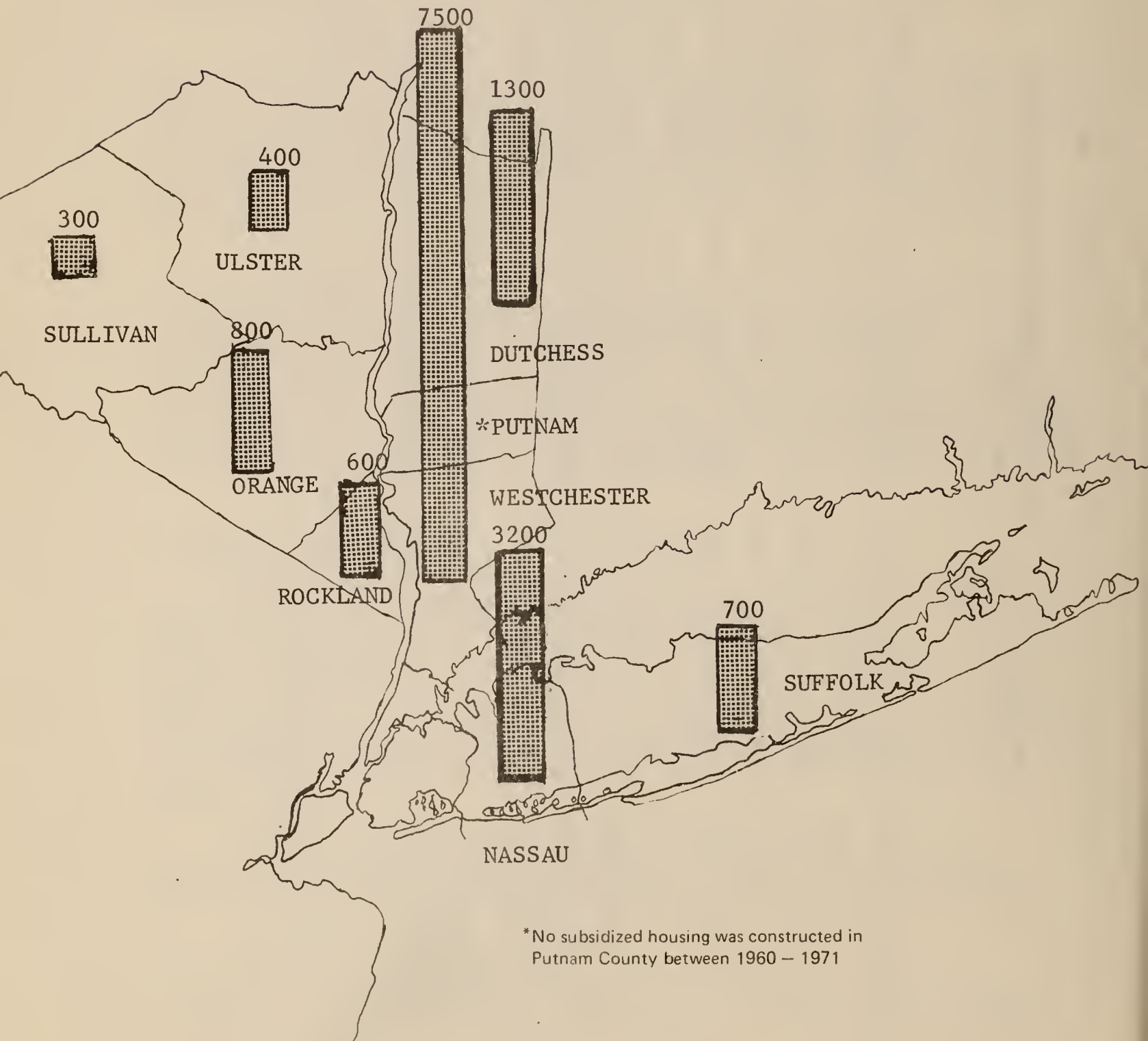
TABLE 1

APARTMENT PERMITS ISSUED IN THE SUBURBAN NEW YORK COUNTIES,
1960 -- 1971

COUNTY	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	TOTAL
Cattaraugus	60	57	235	294	677	1,153	652	193	465	705	284	1,366	6,141
Cattaraugus	11	20	108	112	419	1,762	331	101	228	591	452	573	4,708
Cattaraugus	-0-	3	-0-	4	28	40	36	124	52	19	110	28	444
Cattaraugus	349	560	582	1,733	799	1,333	998	470	1,159	609	1,063	2,000	11,655
Cattaraugus	-0-	3	-0-	22	201	24	154	134	144	396	-0-	437	1,515
Cattaraugus	-0-	-0-	-0-	60	122	602	329	159	215	29	90	1,071	2,677
Cattaraugus	1,586	1,883	2,398	2,701	2,059	4,094	2,195	1,734	4,563	3,096	2,348	3,510	32,167
Mid-Hudson	2,006	2,526	3,323	4,926	4,305	9,008	4,695	2,915	6,826	5,445	4,347	8,985	59,307
Cattaraugus	2,066	2,445	1,038	1,876	1,226	1,912	1,514	1,885	1,564	1,960	1,770	1,881	21,137
Cattaraugus	596	699	2,494	732	941	555	1,524	2,872	2,349	1,749	1,656	3,863	20,030
Long Island	2,662	3,144	3,532	2,608	2,167	2,467	3,038	4,757	3,913	3,709	3,426	5,744	41,167
TOTAL	4,668	5,670	6,855	7,534	6,472	11,475	7,733	7,672	10,739	9,154	7,773	14,729	100,474

FIGURE 3

SUBSIDIZED HOUSING PERMITS ISSUED IN THE SUBURBAN COUNTIES,
BY COUNTY, 1960 – 1971



represented more than 10% of all multi-family permits issued regionwide. In 1968 and thereafter, as reflected in Figures 4a and 4b, the rate of subsidized housing construction has risen both relatively and absolutely.

Of the almost 7,800 multi-family permits issued in the region in 1970, about a third--2,600 permits--were for subsidized units. In 1971, just under 5,600 permits for subsidized housing were issued--38% of all multi-family construction.

Prior to 1968, almost all subsidized housing consisted of low-income public housing and State Mitchell-Lama construction.

Since 1968, Federal 236 funds have come to represent an increasing portion of all subsidized housing permits and, in the last two years, Urban Development Corporation housing (which includes 236 monies) has become an important factor in subsidized construction. From 1968 through 1971, 2,346 permits were issued for 236 construction, excluding UDC construction. UDC, over this period, undertook to construct 1,695 units.

Of the nine counties comprising the study area, only Putnam County, the smallest in terms of population, size and construction activity, has had no subsidized apartment construction whatever during the years 1960-1971.

COUNTY ANALYSES

Dutchess County

Of the 30 municipalities in Dutchess County, five accounted for almost all apartment permits issued during the 12-year study period. These are the Cities of Beacon and Poughkeepsie, and the Towns of Hyde Park, Poughkeepsie and Wappinger. The Towns of Poughkeepsie and Wappinger alone accounted for 59% of all apartment units. (See Table 2.)

All five municipalities are located along the western boundary of the county and front on the Hudson River. The City of Poughkeepsie is the major urban center in the county, as well as a major regional center. The growth of apartments along the Hudson is an indication of the rate at which this corridor is becoming highly urbanized.

FIGURE 4A

SUBSIDIZED HOUSING PERMITS AS A PER CENT OF TOTAL APARTMENT PERMITS
IN THE NEW YORK SUBURBS, 1960 - 1971

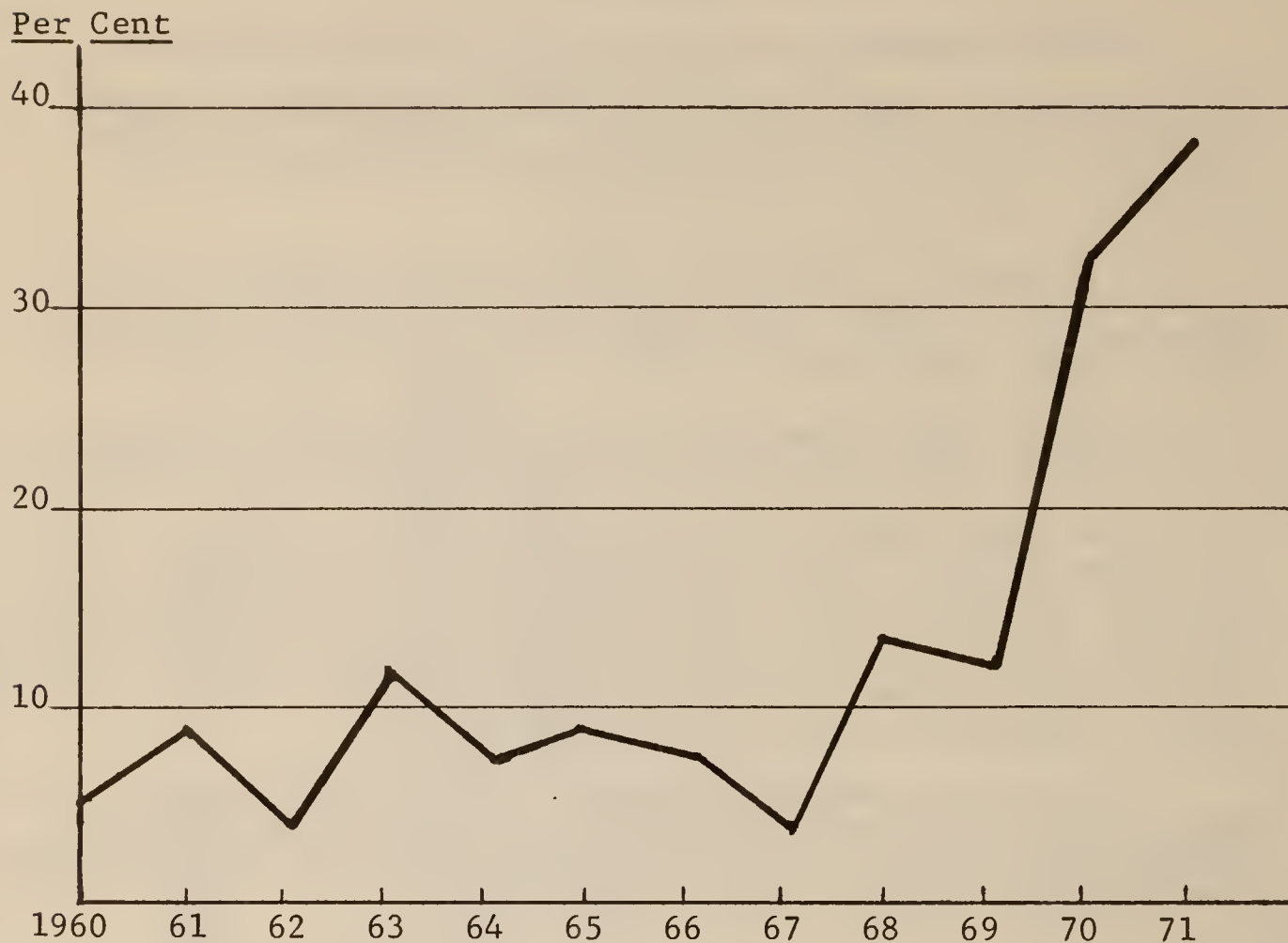
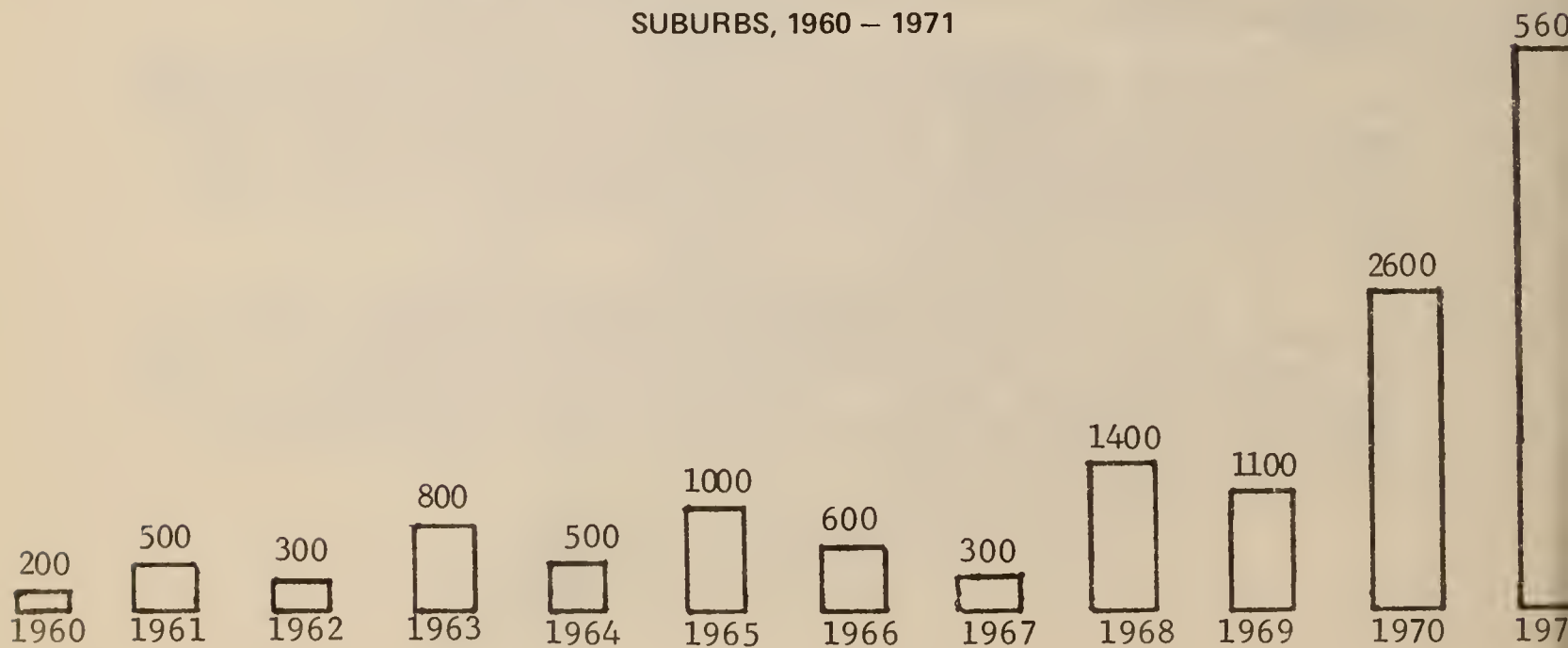


FIGURE 4B

BUILDING PERMITS ISSUED FOR SUBSIDIZED HOUSING IN THE NEW YORK
SUBURBS, 1960 - 1971



Of the 1,035 housing unit permits issued for the City of Beacon in the last 12 years, 782 have been for apartments. Similarly, the City of Poughkeepsie added 927 apartment units, or 69%, of all new housing during this same time period. In the Towns of Poughkeepsie, Hyde Park and Wappinger apartment permits represented 46%, 35% and 49%, respectively, of the total number of housing units authorized.

All of the subsidized housing permits issued for Dutchess County during the study period were located in its two cities. In Poughkeepsie, a total of 800 subsidized units have been built--387 units of public housing units; 234 units were Mitchell-Lama financed and 179 were 236 construction. In Beacon, of the 493 subsidized units constructed between 1960-1971, 175 were public housing, 124 were 236 units and 194 were UDC construction.

Subsidized housing represents 63% of all apartment permits issued for the City of Beacon during the years 1960-1971 and 86% of the total 927 multi-family permits issued for the City of Poughkeepsie.

Orange County

Apartment growth in the County has centered on two urbanizing areas, one adjoining the City of Newburgh and the second focusing on Middletown. The Newburgh cluster has been expanded by the growth of apartments in the City, and the adjoining Towns of Cornwall, Newburgh and New Windsor. Of these, the City of Newburgh, with almost 1,000 apartment permits issued between the years 1960 and 1971, accounted for a fifth of all apartment growth in the County. Cornwall authorized 300 apartment units, the Town of Newburgh 606 units and New Windsor 831 units.

The City of Middletown and the Town of Wallkill had 7% and 13% of the total with 310 and 614 apartment permits, respectively.

The City of Newburgh's 979 apartment permits represented more than 90% of new housing starts in Newburgh in the 12-year study period. Surprisingly, also evidencing a greater than 50% ratio of apartments to total housing, were the Towns of Cornwall (51%) and New Windsor (63%).

As in Dutchess County, two cities accounted for all the subsidized housing constructed in Orange County during the years 1960-1971. Of the 805 units of subsidized housing constructed in Orange County, 174 units were located in Middletown and the

remainder in the City of Newburgh. Middletown constructed 100 units of public housing and 74 units were constructed by UDC. This represents 56% of all multi-family permits issued for the City of Middletown during the study period.

The 631 subsidized units in Newburgh consisted of 375 UDC units, 121 units financed under 221 (d)(3), and 135 public housing units. Subsidized housing represents almost two-thirds of all multi-family units constructed in Newburgh over the past 12 years.

Putnam County

Putnam County had no multi-family permits issued in 1960, and less than 1% of the region's total in 1971. Over the 12-year study period, only 7%, or 444 permits, of the 6,447 housing permits issued for Putnam County has been for apartment units. Putnam is the only county in the nine-county suburban region which has had no subsidized housing constructed during the years 1960-1971.

Rockland County

In 1971, Rockland County accounted for 22% of all multi-family permits in the region, up from its 17% share of the region's total in 1960.

Of all Rockland's housing permits in 1960, 17% were for apartment units, compared with 56% in 1971. While the ratio of apartment permits to total housing has increased, only in the past two years has apartment construction surpassed one-family home building.

Of the 18 municipalities in Rockland County, three accounted for most of the multi-family permits: Spring Valley for 37%; Clarkstown for 15%, and Suffern for 12%.

The Village of Spring Valley registered 85% of new housing in multi-family units. Another area of great apartment activity has been the Village of Suffern where 1,455 (77%), of a total 1,878 permits, were for apartments. 587 units of subsidized housing have been built in Rockland County in the Towns of Orangetown and Ramapo and the Villages of Nyack and Spring Valley.

Sullivan County

Monticello Village accounted for 83% of all apartment permits in the county in the past 12 years. The Town of Fallsburgh, with

206 apartment permits in 12 years, represented 14%.

331 units of subsidized housing have been built in Sullivan County in the past 12 years. The majority have been moderate-income units: 229 units of 236 housing in Monticello and 62 units of UDC construction in Fallsburg. In addition, a permit for 40 units of public housing in Woodbridge was issued in 1969. No subsidized housing was built in the County during the study period prior to 1969.

Ulster County

For the first three years of the 1960's, no multi-family permits were issued in Ulster County. However, by 1971, more than 7 out of every 10 housing permits issued were for apartment units. This includes 672 building permits issued in the Town of Esopus for a 3 and 4 family unit development, an apartment development of 96 units in Shawangunk, and 279 units of multi-family housing in Kingston. In prior years, the Village of New Paltz had also contributed to the growth of apartments in the County.

Most of the subsidized housing built in Ulster County has been public housing in the City of Kingston. One hundred and thirty-five UDC units of middle-income housing were also constructed in Kingston in 1971 and 61 units, financed under the 236 program, were built in Saugerties in that same year. Subsidized housing represents 48% of all multi-family permits issued for the City of Kingston during the study period.

Westchester County

Westchester has accounted for almost one-third of the suburban region's apartment permits. Since 1963 (with the exception of 1964 and 1967), over 50% of all residential building permits in the County have been for apartment units.

More than two-thirds of all the multi-family permits issued for Westchester County during the years 1960-1971, were for five of Westchester's cities. Over 75% of all housing permits issued for these five cities (Mt. Vernon, New Rochelle, Peekskill, White Plains and Yonkers) were for multi-family units.

Other communities where apartment permits have constituted over 50% of all new housing are: the Towns of Eastchester (64%)

and Greenburgh (65%), and the Villages of Mt. Kisco (88%), North Tarrytown (68%), Ossining (79%), Port Chester (78%), Tarrytown (65%), and Tuckahoe (85%).

More than half of all the subsidized housing constructed in the New York metropolitan suburbs in the 12 years between 1960-1971, has been built in Westchester County. In all, 7,500 units of subsidized housing have been constructed. Almost half of them in the City of Yonkers, followed by White Plains (12%) and New Rochelle (10%). In addition, subsidized housing has been authorized in two other Westchester cities: Mount Vernon and Peekskill; three towns: Bedford, Greenburgh and Yorktown; and six villages: Dobbs Ferry, Mount Kisco, North Tarrytown, Port Chester, Tarrytown and Tuckahoe.

Nassau County

The City of Long Beach (19%), the Town of Hempstead (14%), and the Village of Hempstead (13%) accounted for 9,900 of the 21,137 multi-family permits issued for Nassau County during the years 1960-1971.

During the past 12 years, of all new housing permits issued in the following Nassau County communities, over 50% have been for apartment units: the City of Long Beach (91%), the Villages of Farmingdale (68%), Freeport (70%), Great Neck Plaza (99%), Hempstead (77%), Lynbrook (72%), Mineola (88%), Port Washington North (53%), and Rockville Centre (81%).

Out of a total of 3,920 subsidized units constructed on the Island during the years 1960-1971, 3,190 of these are located in Nassau County. Of this latter amount, two-thirds are public housing units.

Almost 60% of all subsidized housing in Nassau County has been located in the unincorporated areas of the County's three towns. The Town of Hempstead had 1,130 units of subsidized housing erected between 1960-1971, most of which represent public housing. The 437 units of subsidized housing constructed in North Hempstead during the past 12 years consist of 151 units of public housing and 286 units of Mitchell-Lama construction. These units constitute a little more than 1/2 of all multi-family permits issued for North Hempstead. All 301 units of subsidized housing in the Town of Oyster Bay are public housing and represent only 17% of the 1,767 multi-family permits issued between 1960-1971.

Suffolk County

With a 60% increase in population in the last decade, Suffolk was the fastest growing County in the New York metropolitan region. From 34% of Long Island's total population in 1960, Suffolk County's share rose to 44% on 1970.

With 145,584 housing permits issued between 1960 and 1971, the county registered the largest absolute increase in the number of housing units built during the study period. Apartments represented 14% of all housing permits issued.

Three-fifths of all apartment permits issued during these years were for two towns: Islip (39%) and Brookhaven (21%). Yet, of the 41,047 housing permits issued for Brookhaven in the last 12 years, only 10% have been for apartments. In Islip, 22% of all housing permits have been for multi-family units.

Only three communities in Suffolk County in the past 12 years have registered more than 50% of new construction in apartments. These are the Villages of Patchogue (84%), Port Jefferson (56%), and Westhampton Beach (51%).

Subsidized housing in Suffolk County has been minimal--only 731 units over the past 12 years. This represents less than 4% of all the multi-family permits issued countywide during the years 1960-1971.

Two communities in Suffolk County have been the locus of subsidized housing. In Brookhaven, 431 units of 236 housing have been erected, while in Huntington 40 units of public housing and 260 units of 236 housing have been authorized, representing 63% of all multi-family permits for that town.

TABLE 2

MUNICIPALITIES THAT HAVE AUTHORIZED MORE THAN 100 MULTI-FAMILY PERMITS,
1960 - 1971

Municipality	Permits 1960-1971		% Multi-Family	Permits 1960-1971		% Multi-Family
	Multi-Family	Total		Multi-Family	Total	
<u>DUTCHESS COUNTY</u>						
Beacon (C)	782	1,035	76%	1,795	6,938	26%
Poughkeepsie (C)	927	1,346	69	1,179	2,197	54
Hyde Park (T)	631	1,804	35	488	3,397	14
La Grange (T)				352	6,814	5
Poughkeepsie (T)	1,939	4,259	46	451	902	50
Wappinger (T)	1,662	3,398	49	857	920	93
				190	234	81
<u>ORANGE COUNTY</u>				4,321	5,109	85
Middletown (C)	310	729	43%	1,455	1,878	77
Newburgh (C)	979	1,060	92	478	1,299	37
Port Jervis (C)	144	189	76			
Blooming Grove (T)	187	1,067	18	206	468	44%
Cornwall (T)	300	592	51			
Newburgh (T)	606	2,441	25	1,259	1,424	88
New Windsor	831	1,310	63			
Wallkill (T)	614	2,017	30			
Goshen (V)	128	251	51	762	962	79%
<u>PUTNAM COUNTY</u>						
Carmel (T)	134	2,999	4	672	953	71
Kent (T)	110	1,024	11	144	424	34
Brewster (V)	105	106	99	816	861	95
<u>ROCKLAND COUNTY</u>						
Clarkstown (T)						
Haverstrawn (T)						
Orangetown (T)						
Ramapo (T)						
Haverstraw (V)						
Nyack (V)						
Piermont (V)						
Spring Valley (V)						
Suffern (V)						
W. Haverstraw (V)						
<u>SULLIVAN COUNTY</u>						
Fallsburg (T)						
Monticello (V)						
<u>ULSTER COUNTY</u>						
Kingston (C)						
Esopus (T)						
Shawangunk						
New Paltz (V)						

TABLE 2 (Continued)

Permits 1960-1971			% Multi-Family	Permits 1960-1971			% Multi-Family
Municipality	Multi-Family	Total		Municipality	Multi-Family	Total	
WESTCHESTER COUNTY							
Mt. Vernon (C)	1,854	2,363	78%	(Nassau County)			
New Rochelle (C)	2,299	3,330	69	Farmingdale (V)	540	792	68
Peekskill (C)	1,370	1,492	92	Freeport (V)	1,846	2,619	70
Rye (C)	172	676	25	Great Neck Plaza (V)	2,704	3,705	99
White Plains (C)	3,485	4,067	86	Hempstead (V)	2,853	3,718	77
Yonkers (C)	12,596	16,092	78	Lawrence (V)	132	520	25
				Lynbrook (V)	875	1,209	72
Bedford (T)	466	1,492	31	Manorhaven (V)	204	615	33
Cortlandt (T)	460	1,940	24	Mineola (V)	1,059	1,209	88
Eastchester (T)	685	1,067	64	Pt. Washington N. (V)	456	859	53
Greenburgh (T)	2,620	4,051	65	Rockville Centre (V)	1,147	1,412	81
Harrison (T)	432	1,540	28	Roslyn (V)	133	149	89
Rye (T)	170	628	27	Valley Stream (V)	216	900	24
Yorktown (T)	519	3,206	16	Williston Park (V)	153	202	76
SUFFOLK COUNTY							
Mamaroneck (V)	137	664	88	Babylon (T)	2,859	13,764	21
Mt. Kisco (V)	1,008	1,147	68	Brookhaven (T)	4,236	41,047	10
N. Tarrytown (V)	262	388	79	Huntington (T)	480	18,599	3
Ossining (V)	1,171	1,490	78	Islip (T)	7,789	35,172	22
Pt. Chester (V)	938	1,196	65	Riverhead (T)	597	2,123	28
Tarrytown (V)	346	535	85	Smithtown (T)	880	15,761	6
Tuckahoe (V)	562	664		Southampton (T)	602	5,369	11
NASSAU COUNTY							
Glen Cove (C)	362	1,290	28%	Amityville (V)	182	445	41
Long Beach (C)	4,049	4,440	91	Babylon (V)	234	771	29
Hempstead (T)	2,992	17,858	17	Patchogue	1,172	1,397	84
N. Hempstead (T)	857	3,505	24	Pt. Jefferson (V)	360	648	56
Oyster Bay (T)	1,767	10,153	17	Westhampton Beach (V)	292	568	51
E. Rockaway (V)	130	336	39				

